PROCEEDINGS OF THE WASHINGTON STATE BOUNDARY REVIEW BOARD FOR KING COUNTY RESOLUTION AND HEARING DECISION

IN RE:

CITY OF SNOQUALMIE Mt. Si Substation Proposed Annexation King County, Washington **FILE NO. 2319**

I. PUBLIC HEARING OVERVIEW

In July of 2010 the City of Snoqualmie filed a Notice of Intention (File No. 2319) to annex 19.42 acres, described as the Mt. Si Substation Area. This Notice was based upon a Resolution adopted by the Snoqualmie City Council approving a plan to annex the Mt. Si Substation Area into the community. City of Snoqualmie officials reported that the proposal to annex the Mt. Si Substation was made in response to a petition from property owners seeking to become part of the City of Snoqualmie.

The western boundary of the Mt. Si Substation Annexation Area is formed by 356th Avenue SE which is contiguous to the eastern boundary of the City of Snoqualmie. The Mt. Si Substation Annexation Area's northern and eastern boundaries are formed by the Urban Growth Area of Unincorporated King County. The lands south of the site are designated by King County as Rural Area.

The City of Snoqualmie invoked jurisdiction at the same time it filed the Notice of Intention. Its purpose in invoking jurisdiction was to provide citizens an independent forum to obtain information and comment upon the proposed Mt. Si Substation Annexation.

The Board held a public hearing on September 22, 2010 to consider the proposal by the City of Snoqualmie to annex the Mt. Si Substation (19.42 acres).

The Board reviewed File No. 2319 in accord with RCW 36.93. (Local Governments – Boundaries – Review Boards.) The Board directed particular attention to RCW 36.93.170 (Factors) and RCW 36.93.180 (Objectives). The Board also considered RCW 36.70.A, the Growth Management Act, the King County Comprehensive Plan, the City of Snoqualmie Comprehensive Plan, together with other applicable state, regional, and local regulations and guidelines.

The Board finds that the record for File No. 2319 contains sufficient documentation (e.g., technical data, fiscal data), evidence of community information programs, and certification of petitions and/or legislative action to complete its review of the Mt. Si Substation Annexation Area.

On the basis of the testimony, evidence and exhibits presented at said hearing, and the matters on record in said **File No. 2319**, it is the decision of the Board to **approve** the action proposed in said **Notice of Intention**. The legal description of the Mt. Si Substation is attached hereto and marked as "Exhibit I", together with a map showing the boundaries of the area herein marked as "Exhibit II."

II. FINDINGS

RCW 36.93.170 FACTORS AFFECTING THIS PROPOSAL

The Board finds the following Factors (RCW 36.93.170) to be applicable to the City of Snoqualmie's proposed Mt. Si Substation Annexation (approximately 19.42 acres). Additional authorities applicable to the Mt. Si Substation include, but are not limited to: RCW 36.70A, RCW 35.13, King County Comprehensive Plan/Countywide Policies, the Snoqualmie Comprehensive Plan and its enabling regulations (e.g., zoning code). These State and local authorities are intended to ensure reasonable development regulations and adequate public services to local communities.

Pursuant to review of the extensive records, exhibits, and testimony before the Board, the Mt. Si Substation Area annexation is determined to be consistent with the preponderance of applicable criteria described in RCW 36.93.170, including (1) Population and Territory; (2) Municipal Services; and (3) Mutual Social and Economic Factors. The proposed action meets and/or advances criteria established in RCW 36.93.170.

A brief review of key issues related to each applicable element is presented below:

RCW 36.93.170 (1) POPULATION AND TERRITORY

The Board finds the following factors to be applicable to this matter: Population Density/Proximity to Other Populated Areas/Land Area/Land Uses; Comprehensive Land Use Plans; Topography, Natural Boundaries and Drainage Basins; Likelihood of Significant Growth in the Area During the Next Ten Years; and Population Density/Proximity to Other Populated Areas/Land Area/Land Uses. The following is a brief review of key issues related to these factors.

The Mt. Si Substation Area lies within the Urban Growth Area established by King County. The site has no population at the present time. This Area is suitable and permitted for development with public facilities and infrastructure including the proposed Puget Sound Energy Mt. Si Substation.

The King County Comprehensive Plan contemplates transfer of the Mt. Si Substation Area to a local jurisdiction. City of Snoqualmie representatives report that the proposed annexation is also consistent with other provisions of the King County Comprehensive Plan/Countywide Planning Policies. For example, the Mt. Si Substation Area Annexation is reportedly consistent with Policy RP-202 which calls for support of annexations through pre-annexation and other interlocal agreements with the County and cities therein. Similarly Policies U-110, U-201, F-102 and LU-32 call for the concentration of facilities and services within the UGA.

King County Policy F-321 calls for required transmission lines to use /share existing corridors. The proposed Mt. Si Substation is to be located immediately adjacent to an existing power corridor.

King County Countywide Planning Policies FW-4, CC-6, and CO-3 call for jurisdictions to focus growth within the UGA and, concurrently, to protect natural ecosystems. The Mt. Si Substation Area Annexation is located and designed to ensure effective use of developable land and protection of environmentally sensitive areas.

City of Snoqualmie representatives state that the proposed annexation is also consistent with specific jurisdictional Comprehensive Plan goals and policies. The Mt. Si Substation is included in the "Annexation Element" of the City of Snoqualmie Comprehensive Plan and lies within the City's Potential Annexation Area. The Mt. Si Substation would incorporate into the City of Snoqualmie a portion of those lands within the Urban Growth Boundary described in the City's Potential Annexation Area. A remaining area is intended for annexation to Snoqualmie at a future date upon the completion of the Snoqualmie Area plan for adjacent properties within the Urban Growth Area.

The Mt. Si Substation Annexation is consistent with City's Comprehensive Plan policies that support inclusion of urban areas within the City for local governance. The area is unified with respect to its specific physical elements (e.g., geographic features.) Both Mt. Si Substation and the communities in the nearby existing City of Snoqualmie share similar land use designations/zoning, existing or permitted land uses, and natural environments (e.g., topography, flora, drainage basins.)

For example, the Mt. Si Substation Area Annexation was represented to be consistent with City of Snoqualmie Plan Goal 8 and attendant policies which provide for orderly growth within the Urban Growth Area. This Goal and policies address the protection of buildable lands (e.g., the achievement of compatible development) and environmentally sensitive lands (e.g., habitat areas, waterbodies, wetlands; variable topography, drainage basins.) The Snoqualmie Comprehensive Plan provides for mitigation of impacts to the natural environment (including lands within the Mt. Si Substation Area) through guidelines and regulatory controls such as critical areas ordinances; open space preservation; and storm water/flood control programs designed to protect sensitive areas.

The Goal and policies also call for provision of appropriate facilities/services (e.g., emergency services, utilities, storm water management) to provide for residents of the area. The City's Capital Facilities Element and Utilities Element identify a need for a substation in the general area.

The planned Mt. Si Substation will not directly result in the addition of land uses or population. However, future new residences and corollary uses may be developed in this community. As such, the community surrounding the Mt. Si Substation will experience continuing urban growth with a portion of that development likely occurring over the next ten years. If the planned development occurs, a substantial number of persons will become residents of the community. Residents will be linked to both the planned development and the greater community including residential, commercial, industrial uses as well as public facilities (e.g., passive and active open spaces), and systems for protection of environmentally sensitive areas such as the wetlands and vegetative buffers. Further, under the City's Comprehensive Plan, citizens of the greater community will be provided with a full array of uniform public services, facilities and infrastructure.

The State Growth Management Act (RCW 36.70A) also supports the Mt. Si Substation Annexation. The proposed action is consistent with RCW 36.70.20 which calls for community planning goals, for urban growth, services and infrastructure, and environmental preservation.

RCW 36.93.170 (2) MUNICIPAL SERVICES

The Board finds the following factors to be applicable: need for municipal services; effects of ordinances, governmental codes, regulations and resolutions on existing uses; present cost and adequacy of governmental services and controls in area; probable future need for such services; costs; effect on the finance, debt structure and contractual obligations; and prospects of government services from other sources, and rights of other affected governmental units. Following is a brief review of key issues related to these factors:

The City of Snoqualmie has demonstrated the need for municipal services in the Mt. Si Substation Area to serve the planned development on this property. The City has provided the basic plans and confirmation of resources necessary to directly provide – or contract for – all essential public services, including policing, fire protection, emergency medical aid, water, wastewater management, storm water management, and transportation systems.

Service goals and policies for urban areas are established by the King County Comprehensive Plan. For example, the Mt. Si Substation Area Annexation is reportedly consistent with King County Comprehensive Plan/Countywide Planning Policies. These policies include: Policy RP-202 which calls for support of annexations through pre-annexation and other interlocal agreements with the County and cities therein. Similarly Policies U-110, U-201, F-102 and LU-32 contemplate the concentration of facilities and services within the UGA.

King County Policy F-321 calls for required transmission lines to use /share existing corridors. The proposed Mt. Si Substation is to be located immediately adjacent to an existing power corridor.

King County Countywide Planning Policies FW-4, CC-6, and CO-3 call for jurisdictions to focus growth within the UGA and, concurrently, to protect natural ecosystems. The Mt. Si Substation Area Annexation is located and designed to ensure effective use of developable land and protection of environmentally sensitive areas.

Consistent with the State Growth Management Act and the King County Plan, the City of Snoqualmie has developed policies – through the City's Comprehensive Land Use Plan, Comprehensive Service Plans, and other regulatory authorities – for provision of services to all properties within its corporate boundaries. The City has provided the basic plans and confirmation of resources necessary to directly provide – or contract for – all essential public services, including policing, fire protection, emergency medical aid, water, wastewater management, storm water management, and transportation systems. Upon

annexation, the City of Snoqualmie will include Mt. Si Substation properties in its Service Area under unified regulatory authorities administered by a single local government unit. The City plans to provide services to the Mt. Si Substation either directly or by contract with other providers.

The City of Snoqualmie will assume responsibility for land use management through its Comprehensive Plan and land use regulations as well as the planning and implementation of related planning documents for specific areas within or pending for annexation to the municipality.

The Board finds that the City of Snoqualmie has a basic plan to provide public services/facilities to the annexation area equivalent to the services/facilities provided within the existing City of Snoqualmie. The City is committed to providing equivalent levels of service for the Mt. Si Substation both at current development and as the community experiences growth.

With annexation to Snoqualmie, all services for the Mt. Si Substation reportedly will be efficiently coordinated under unified regulatory authorities administered by a single local government unit

King County supports annexation of the Mt. Si Substation. This action creates a logical municipal service area. The City can provide more cohesive policies, standards, programs, cohesive operations, and efficient, economic control of services. Thus, services will be more effective, more efficient, and less costly to both government and citizens of the Mt. Si Substation.

RCW 36.93.170 (3) Effects of Proposal (Mutual Economic and Social Interests)

The Board finds factors defined as mutual economic and social interests, and local government structure effects to be applicable to the City of Snoqualmie: Mt. Si Substation Annexation. Following is a brief review of key issues related to these factors.

The City of Snoqualmie has demonstrated mutual social and economic links between the jurisdiction and the adjacent Mt. Si Substation Area. Citizens of the existing City and lands within the UGA slated for future development are anticipated to utilize facilities in the City of Snoqualmie

These services are planned to benefit existing and future development at a level equivalent to those benefits provided to the existing City of Snoqualmie.

City of Snoqualmie representatives presented a fiscal analysis pertaining to economic impacts relating to the pending annexation and development of the substation. City officials report that expenses for governance/service to the Mt. Si Substation Area will be negligible as the substation will require minimal services. Specifically, the City will receive revenues from property taxes payable to the City estimated to range from \$4900 to \$7400 upon annexation and construction of the substation. The City also anticipates sales tax revenue, estimated at \$49,000, from the Substation.

The City of Snoqualmie fiscal analysis indicates that the owners of Mt. Si Substation will support the proposed annexation, in part, through standard service fees, as well as regular and special levy rate (if necessary) of the City for capital facilities and public services. City officials report a commitment to taking the necessary steps (e.g., development planning, administration of funding) to ensure appropriate levels of all public services for the existing City and future growth in the community through the entirety of the development process. The City will provide policing, fire service, water and sewer, stormwater management, roads management, public facilities (e.g., parks/open spaces and recreation areas.)

King County Comprehensive Plan/Countywide Planning Policies encourage local governance of communities. Annexation of the Mt. Si Substation is also consistent with the King County Annexation Initiative, calling for transfer of urban lands to local jurisdictions at the earliest feasible date.

The City of Snoqualmie Comprehensive Plan encourages local governance of communities. City of Snoqualmie representatives report a commitment to taking the necessary steps (e.g., development planning, administration of funding) to ensure appropriate levels of service for the Mt. Si Substation for present and future planned development throughout the area.

Coordinated integration of the Mt. Si Substation into Snoqualmie would preserve social organization, support economic health, and protect public safety and welfare.

CONSISTENCY WITH THE GROWTH MANAGEMENT ACT

RCW 36.93.157 mandates that Boundary Review Board decisions must be consistent with three sections of the Growth Management Act:

RCW 36.70A.020

Planning Goals

RCW 36.70A.110

Urban Growth Areas

RCW 36.70A.210

Countywide Planning Policies

Key Growth Management Act policies that guide the provision of public services and that are relevant to the proposed Mt. Si Substation include:

- RCW 36.70A.020 (1) Urban Growth: Encourages development in urban areas where adequate public facilities and services exist or can be provided efficiently.
- RCW 36.70A.020 (2) Reduce Sprawl: Reduce inappropriate conversion of undeveloped land into sprawling lowdensity development.
- RCW 36.70A.020 (10) Environment: Protect and enhance the environment and quality of life.
- RCW 36.70A.020 (12) Public Facilities and services: Ensures that adequate public services and facilities are available to serve land developments.
- RCW 36.70A.110 (1/6) calls for each county to designate an urban growth area.
- RCW 36.70A.110 (3) directs urban growth to areas with existing or available public services and facilities
- RCW 36.70A.110 (4) states that "(in) general, cities are the units of local government most appropriate to provide urban ... services."
- RCW 36.70A.210 (1) calls for cities to be primary providers of governmental services in urban growth areas.

Annexation of the Mt. Si Substation into the City of Snoqualmie meets Growth Management Act criteria for governance of urban areas. This action is supported by the provisions of RCW 36.70.A which require community planning goals for urban growth, services and infrastructure, and environmental preservation.

For example, the proposed Mt. Si Substation Annexation is consistent with RCW 36.70A.020 (1), encouraging development in urban areas where there are adequate public services. The Mt. Si Substation Annexation is also consistent with RCW 36.70A.020 (12), calling for public services to support permitted development. Annexation would also permit urban growth – and protection of environmentally sensitive areas – as envisioned in the Growth Management Act.

RCW 36.93.180 OBJECTIVES

The Boundary Review Board has considered RCW 36.93.180 (Objectives), with respect to the Mt. Si Substation Annexation as follows:

RCW 36.93.180 (1) PRESERVATION OF NATURAL NEIGHBORHOODS AND COMMUNITIES

The Board finds that the Mt. Si Substation Annexation advances Objective 1, which calls for the preservation of natural neighborhoods and communities.

The Board finds that the Mt. Si Substation is a "neighborhood" as that term is defined by case law, as "either geographically distinct areas or socially... distinct groups of residents". The Mt. Si Substation Area (at 19.42 acres) exhibits many features that support its link with the City. The communities are characterized by similar geographic elements and linked natural environments (e.g., wetlands, habitat area, vegetated buffers.)

The currently proposed Mt. Si Substation Area Annexation is linked to Snoqualmie by natural geographic features (e.g., wetlands, terrain, habitat) and by built features (e.g. roadways.) Establishment of the Mt. Si Substation on this site will enable effective and efficient service to the surrounding community.

The City of Snoqualmie will provide development review and environmental review (e.g., protection of slopes, sensitive areas, and stormwater management) to the Mt. Si Substation Area based upon local, regional and state regulations which support the preservation of this community.

The Board notes that the Mt. Si Substation Area excludes adjacent properties in the UGA. Following annexation of the Mt. Si Substation Area, the City of Snoqualmie plans to move forward to establish land use designations and zoning standards for the surrounding UGA. The proposed annexation and future community development will enable significant progress toward an enhanced community in this neighborhood.

The proposed Mt. Si Substation Annexation is consistent with King County Comprehensive Plan/Countywide Policies and the Snoqualmie Comprehensive Plan Policies, including provisions relating to community growth, land use/development, service provision, public benefits, and mutual social and economic benefits. The County has indicated a preference for immediate annexation of urban areas to provide uniform governance for citizens of the Mt. Si Substation.

The proposed Mt. Si Substation Annexation will advance the Growth Management Act goals which support local governance by municipal jurisdictions.

RCW 36.93.180 (2) USE OF PHYSICAL BOUNDARIES, INCLUDING BUT NOT LIMITED TO BODIES OF WATER, HIGHWAYS, AND LAND CONTOURS

The Board finds that the Mt. Si Substation Annexation advances Objective 2, which calls for physical boundaries to define an annexation area.

Specifically, the Board finds that the Mt. Si Substation Annexation Area western boundary is formed by 356th Avenue SE, a street that is contiguous to the eastern boundary of the City of Snoqualmie. The Mt. Si Substation Annexation Area's northern and eastern boundaries are formed by the Urban Growth Area of Unincorporated King County. The area south of the site are designated by King County as Rural Area.

The State Growth Management Act, King County Comprehensive Plan, and the City of Snoqualmie Comprehensive Plan envision annexation to achieve local jurisdiction of the entire bank of properties within the underlying Urban Growth Area. However, although the Mt. Si Substation Area possesses a rather unusual configuration, lands within this site and surrounding properties within the UGA are specifically established for annexation by Snoqualmie under the City of Snoqualmie Comprehensive Plan (approved by the State of Washington.) The proposed annexation is consistent with the Growth Management Act, King County Comprehensive Plan, and City of Snoqualmie Comprehensive Plan as this action achieves progress toward incorporation of the greater unincorporated area in King County.

The portion of the area surrounding the Mt. Si Substation site that is excluded from the present Notice of Intention will be proposed for annexation following the completion of the City of Snoqualmie Plan for future development of this area. Annexation of the Mt. Si Substation advances the planning goals for providing local governance to unincorporated urban territories.

RCW 36.93.180 (3) CREATION AND PRESERVATION OF LOGICAL SERVICE AREAS

The Board finds that the Mt. Si Substation Annexation advances Objective 3, which calls for creation of logical service areas.

City officials have demonstrated that provision of public services to the community will be considerably improved by placing the Mt. Si Substation Area under a single municipal jurisdiction for governance and service provision.

The Mt. Si Substation Area annexation will provide directly for improved utility service to the City of Snoqualmie and the surrounding UGA. The Mt. Si Substation Annexation creates and preserves logical service areas by including a greater number of properties in the City's service area. Annexation of the Mt. Si Substation will enable design and implementation of efficient, consistent, consolidated service programs throughout the greater community.

Further the City plans to provide either directly or by contract for policing, fire protection, water, storm water control, sewers, and other public facilities. For example:

The City of Snoqualmie will directly provide policing, fire protection and emergency services.
 Services benefits and costs management have been designed based upon currently available municipal funding and future funding as projected in a fiscal analysis.